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ABSTRACT This paper makes a plea for major improvements in the management of American colleges and universities. Six innovative solutions are offered: (1) management development, (2) human organization, (3) creative environments, (4) participative styles of management, (5) management by objectives as an operating mode, and (6) performance and appraisal programs. (JF)

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VISTAS TO MORE ADMINISTRATIVE ACCOUNTABILITY.

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Durham, North Carolina
William Rainey Harper College
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VISTAS TO MORE ADMINISTRATIVE ACCOUNTABILITY

Alvin C. Eurich, President of the Academy of Educational Development, states, "the failure to participate in the management revolution that has swept American business and industry is haunting American education today." Many academic administrators tend to get bogged down in tending to today's problems, a useful and necessary activity, but one which is limited in scope." This ad-hoc basis of operating is classified in "the housewife's principle: When you see a mess, clean it up."

Another critic, George Baughman, Director of Administrative Research at Ohio State University, claims that stewardship is the primary modus operandi of college administrators.

In an article I wrote for College and University Business in May of 1970, I attempted to make four points:

1. There is presently a critical shortage of competent managers in the field of education.
2. The need for well-trained managers is going to increase drastically.
3. The primary source of administrators will continue to be upward mobile academicians.
4. These educators generally lack experience and training in the managerial skills, and our responsibility, in addition to good recruitment selection, is to continue their travel upward through a vehicle of management development programs.

Leo L. Kornfeld, writing in the December 9, 1970 Wall Street Journal, suggested four areas in which major improvements can be made on campus:

1. Planning
2. Governance
3. Executive leadership
4. Management decision making

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George F. Keane, senior consultant for Pete, Marwick, and Mitchell, made the following comment in an article entitled "Strengthening College Administration." "To administer means to manage or direct an activity, which implies that the activity is purposeful and has a defined objective. Strange as it may first seem, the most serious management problem of most colleges and universities is that they do not have clearly defined goals."

Keane goes on to state other weaknesses which are verified by many external critics. They are:

- the planning process
- budgeting procedures
- the application of better management skills and systems to the higher educational society.

I could go on reciting other critics, but I trust that you are scanning the same literature that I am, and that we will agree that critics are having their hay-day during this "new depression of higher education."

Earl Cheit, the author of the recent publication, The Depression in Higher Education, made the following charges and suggestions at the A.G.B. meeting in Cincinnati, Ohio: "The cost per student in higher education is generally determined by the amount of income; the more money - the more cost." Cheit also gave five conditions that would have to be present in order to stop the depression of higher education that is sweeping the country. They are as follows:

1. Higher education will have to show itself reasonably governable, reasonably efficient, and within activities citizens can understand and respect.
2. The higher education society must know and realize it is in a money crisis.

3. Many cuts will have to be initiated in the higher education society, but higher education will not be able to cut its way out of the money crisis.
4. There is a need for conscious policy with priorities assembled.
5. There will have to be a strategy to deal with the new depression.

In a lighter vein, Cheit indicated that college and universities have been the victim of a role reversal in the last five years. A few years back, when campus unrest first became visible, the public said to the college president, "You've got problems on your campus." The president responded by saying, "Yes, we've got problems on our campus, but we are fundamentally in good shape." Just a few years later and perhaps this year, the following cry to the public has reached its peak from college presidents, "We've got problems on our campus and we need your help." The public's response was, "Yes, you've got problems on your campus, but you are fundamentally in good shape."

Another Vice President from the managing consultant firm of Booze, Allen, and Hamilton stated in the same conference, "fundamentals of management cut across institutions from the home to the university.

I trust that I need not recite further evidences of the new depression, but just in case, I should like to quote Allen Eurich again in the article he wrote, "Plan or Perish." He stated that the most critical problems facing colleges and universities today are:

1. Not enough money.
2. Vague, not clearly defined objectives.
3. Confused and hostile constituencies-including students, faculty, alumni, parents, and community groups.
4. Anachronistic curricula

5. Outmoded and inefficient teaching techniques.
6. Lack of enough top-quality teachers and administrators.
7. Disagreement about the top priorities.
8. Inefficient use of plant and facilities.

Eurich again goes on to state that effective planning can possibly solve most of these problems.

I am not in disagreement with too many of the critics, and for the remainder of my presentation I should like to talk about some possible solutions to the critics' problems in addition to the planning process.

1. The Need for Management Development

This need is perhaps best summarized in an article entitled, "The Myth of the Well-Educated Manager," authored by J. Sterling Livingston in the January - February issue of Harvard Business Review.

1. Educational institutions are turning out scholars, scientists, and experts who are anxious to act as advisors, but they are producing few men who are eager to lead or take responsibility for the performance of others.
2. Fewer and fewer men who hold advanced degrees in management want to take responsibility for getting results through others. More and more of them are attracted to jobs that permit them to act in the detached role of the consultant or specialized expert, a role described by John W. Gardner as the one preferred increasingly by university graduates.
3. ...the main reason many highly educated men do not build successful managerial careers is that they are not able to learn from their own firsthand experience what they need to know to gain the willing cooperation of other people. Since they have not learned how to observe their environment firsthand or to assess feedback from their actions, they are poorly prepared to learn and grow as they gain experience.

4. Many men who aspire to high-level managerial positions are motivated to earn high salaries and to attain high status, but they are not motivated to get effective results through others. They expect to gain great satisfaction from the income and prestige associated with executive positions in important enterprises, but they do not expect to gain much satisfaction from the achievements of their subordinates. Although their aspirations are high, their motivation to supervise other people is low.
5. What all managers need to learn is that to be successful they must manage in a way that is consistent with their unique personalities. When a manager "behaves in ways which do not fit his personality," as Rensis Likert's managerial research has shown, "his behavior is apt to communicate to his subordinates something quite different from what he intends."
6. What managerial aspirants should be taught is how to exercise their authority in a way that is appropriate to the characteristics of the situation and the people involved. Above all, they need to learn that the real source of their power is their own knowledge and skill, and the strength of their own personalities, not the authority conferred on them by their positions. They need to know that overreliance on the traditional authority of their official positions is likely to be fatal to their career aspirations because the effectiveness of this kind of authority is declining everywhere - in the home, in the church, and in the state as well as in business.

2. The Human Organization

The Human Organization

It is common knowledge that organizations are typically inefficient in realizing the potential of their human resources. Because they function on the basis of incorrect assumptions about the nature of man, they tend to limit the growth of persons who work in them. In other words, they do not give adequate consideration to the human element or the

human side of organizational life. Management must understand fundamental behavioral findings and hypothesis about the nature of people as they function in organizations. Some of the findings and hypothesis are as follows:

- a. People have a drive toward growth and self-realization.
- b. Work which is organized to meet people's needs as well as to achieve organizational requirements tends to produce the highest productivity and quality of production.
- c. Individuals whose basic needs are taken care of do not seek a soft and secure environment. They are interested in work, challenge, and responsibility. They expect recognition and satisfying interpersonal relationships.
- d. Personal growth is facilitated by relationships which are honest, caring and nonmanipulative.
- e. Persons in groups which go through a managed process of increasing openness about both their positive and negative feelings develop a stronger identification with the goals of the group and its other members. The group becomes increasingly capable of dealing constructively with potentially disruptive issues.
- f. The ability to be flexible and responsive flows naturally from groups which feel a common identification and ability to influence their environment.

Accepting these assumptions and initiating processes which will release the human potential of an organization by diagnosing its road blocks may lead to greater production from employees.

A Creative Environment

If you have not had the opportunity to read a pamphlet published by the University of Chicago on the Creative Organization authored by Gary Steiner, I commend it to you. This booklet is the combined thinking of a number of scholars gathered at the University of Chicago who attempted to isolate the elements of a creative organization. These scholars identified some of the ways of judging and identifying a creative organization:

1. It has idea men.
2. It has open channels of communication.
3. It has ad-hoc devices or suggestion systems, brain storming, or idea units.
4. It encourages contact with outside sources.
5. It has a heterogeneous personnel policy which allows for marginal, unusual types.
6. It assigns non-specialists to problems.
7. It allows eccentricity.
8. It has an objective fact-founded approach.
9. Ideas are evaluated on their merits.
10. It experiments with new ideas rather than pre-judging on "rational" grounds; everything gets a chance.
11. The organization is decentralized or diversified.
12. It tolerates and expects taking chances.
13. It separates creative from productive functions.
14. Security of routine allows innovation.
15. It has separate units or occasions for generating ideas v.s. evaluating ideas.

A Participative Style of Management

The organization believes and supports the principle of active faculty and student organizations. Faculties should be allowed to participate as they accept the degree of responsibility which accompany participation.

Until recently, the shifting sands of practitioner judgment was our only source of knowledge about how to organize and run organizations. In the past ten years, research on leadership, management, and organizations undertaken by social scientists has provided a more stable body of knowledge that has been available in the past. Research is beginning to be substitute for practitioner judgment in all aspects of management. For those of you who may not be familiar with the writings of Rensis Likert, of the University of Michigan, I urge that you familiarize yourself with two publications - the New Patterns of Management, published by McGraw-Hill in 1961, and his more recent publication, The Human Organization, published by McGraw-Hill in 1967.

When I speak of Participative Style of Management, I am speaking of Likert's Systems 4 Model. The Systems 4 style of management is characterized by a high degree of involvement and decision making between the very people who are going to be affected by the decision. This model is more commonly referred to as the Participative Group Model. Likert's continuing research on this subject, an actual application of Systems 4 in at least one company of which I am aware (the R. G. Barry Company in Ohio) is worth your attention.

In brief, Likert claims the more closely the management style is to the participative group, as opposed to the exploitive, benevolent, authoritative, consultative - the more productive is the organization. Gordon Zachs, the President of R. G. Barry Company, in the November 1970 issue of Innovative Magazine, gives testimony to Likert's theory in an article, "How We Rebuilt

Our Company." Likert's research is worth following.

Satisfy Basic Reasonable Expectations - Create a Work Environment Which Will Motivate Individuals to be Productive

An organization which expects high productivity should at least satisfy minimum expectations, that is, good salaries, good fringe benefit program, sabattical leaves, reasonable loads, adequate amount of released time, paraprofessional help, and tuition reinbursement for advanced college work. Others which are coming into rapid prominence are:

- a. an excellent learning resources center for staff institutional use.
- b. professional expense reimbursement for dues and subscriptions to professional organizations.
- c. Short term leaves for self-renewal.

Organizational leadership within organizations should be well aware of Herzberg satisfiers which include:

1. Achievement.
2. Recognition.
3. Work itself.
4. Responsibility.
5. Advancement.
6. Growth.

Additional factors which some organizations claim to motivate people to more production are:

- innovative travel funds with accountability
- special funds for educational project development
- adequate professional travel budget with accountability
- the ability to use outside consultants - and
- a development leave program - for administration

Some Objectives For Greater Accountability and Productivity

- A. A budget system which will identify the cost factors to the lowest unit,

and accounts for all indirect costs. (PBBS is start in the right direction.)

- B. The recognition that planning is a process and not an act, and the inclusion of planning time regularly in the work schedule. Effective planning is a control system exerted before an action is taken (MBO).
- C. A total appraisal program (teachers, administrators, and staff.)
- D. Base data guidelines for operations in academic affairs, student affairs, business affairs, and general institutional operations.
- E. Select Audits by external specialists.
- F. A well-advanced program of institutional research which provides balanced research commitment between administrative and academic functions.

MBO as an Operating Mode.

Let's turn to a management system that has been used with success in progressive business and industrial organizations throughout the United States. Although not new in principles, it has gained significant popularity in the last decade under the name of Management By Objectives.

In Management By Objectives, the principle emphasis is on management planning and problem solving rather than on the production of an informed judgement of an individual's performance by his supervisor. The aggregate and direction of individual growth and job performance improvement are largely affected by the quality of the objectives set during the MBO process. Integral to the MBO system are

- I. The central purpose and function of the organization must be generally understood and agreed upon.
- II. Each sub-unit purpose and how it integrates into the overall organization must be generally understood and agreed upon.
- III. Position descriptions must be available for all organizational jobs. These descriptions provide the basis for establishing

routine objectives, authority and accountability relationships.

- IV. Each individual writes down his major performance objectives for the coming year in measurable terms and sets target dates. (Objectives may be classified as problem solving, innovative, routine.)
- V. He submits them to his supervisor for review. Out of the discussion comes a mutually agreed upon set of objectives. (Commitment)
- VI. On a quarterly basis or some other schedule, he verbally reviews progress toward these objectives with his supervisor. A record is made of the appraisal session. Objectives and plans are revised and up-dated as agreed upon. (Coaching and Development)
- VII. At the end of the year, the individual prepares a brief "accomplishment report" which lists all major accomplishments, with comments on variances between results actually achieved and results expected.
- VIII. This appraisal on Report of Progress is discussed with the supervisor. Reasons for goals not being met are explored. (Coaching and Development)
- IX. A new set of Objectives is established for the next year.
- X. Long-range objectives are reviewed and adjusted as needed.

The Appraisal Program.

Having adopted a MBO system as a basic mode of operation, an effective performance appraisal system may be implemented as a part of the system.

A performance appraisal system should have as its objectives:

- 1. The improvement of performance in the job now assigned. This suggests the appraisal procedures should not dwell on the past, but should move to a future action plan on what has been learned from the past.

2. The development of people in two ways:
 - a. providing the organization with people qualified to step into higher positions as they become open;
 - b. serving to help individuals who wish to acquire knowledge and abilities to become eligible for a higher job.
3. To provide answers to the questions; that is, "How am I **doing**?" "How should I be doing?" and "Where should I go from here?"

The appraisal program is fundamentally a five step process, described in capsule form as follows:

Step 1 The individual discusses his job description with his supervisor, and they agree on the content of his job and of the relative importance of his major duties in the things he is paid to do and is accountable for.

Step 2 The individual establishes performance objectives for the majority of his responsibilities for specific periods of time. These performance objectives may be classified as routine, problem solving, and innovative-developmental. Characteristics of these performance objectives are that they should be specific, measurable, limited in time, and realistic.

Step 3 The individual meets with his supervisor to discuss and reach agreement on his performance objectives for the specific periods of time. Mutual agreement is reached on the performance objectives, the results desired, and the level of achievement to be accomplished.

Step 4 At least three appraisal interviews are established as check points for the evaluation of progress. (See Appraisal Interview Exhibits A & B)

Step 5 The Supervisor and subordinate meet on the specific dates scheduled

for the appraisal interview to discuss the results of the subordinate's efforts in meeting his goals as had been previously established. Coaching and development is the password for the supervisor during this activity. A record should be made of this interview of which both parties must be aware.

After the performance appraisal interviews have been completed and a thorough discussion and evaluation has been achieved between supervisor and his subordinate, the organization is now ready to reward those who have contributed to the achievement of organizational objectives and to withhold reward from those who have not.

The performance and appraisal process can be advantageous for organizational development in the following ways:

1. The subordinate knows in advance the basis on which he will be judged.
2. The supervisor and subordinate both agree on the content of the subordinate's job.
3. The process is based upon a supervisor-subordinate relationship and should perhaps strengthen this relationship.
4. The process has a self-correcting, personal growth characteristic which assist people in setting goals that are challenging and attainable.
5. The process provides a method of spotting individual development needs, thus setting the stage for a total managerial development program within the organization.
6. The performance appraisal system highlights a total managerial approach which allows the individual manager to better understand his individual contribution to the organization as it strives to meet the institutional goals. This program asks the supervisor

to look at the record of managerial success rather than a manager's personality.

In summary, a performance appraisal system has its best chance of succeeding when the following conditions are present in an organization:

- I. A well defined institutional mission is written and agreed upon by all employees of the organization.
- II. A progressive and contemporary style of management leadership and philosophy is understood and practiced by the organization's managers.
- III. A sound wage and salary administration program is in existence and adhered to.
- IV. A well conceived system of results management is understood and practiced by its management.
- V. The objectives and elements of a performance appraisal system are articulated and agreed upon by the organization's managers.
- VI. A substantial orientation program is offered to the individuals who will be involved in the program.

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